

## **Appendix B: Land Use Compatibility**

Aviation is a vital component of the nation's overall transportation system. Along with highways, transit systems, railroads and marine systems, airports are part of the transportation infrastructure that provides for the movement of people and goods.

Airports are part of the commercial/industrial economic engine for the region they serve and occupy large parcels of land, often near cities or areas with concentrated development. Airports generally include a variety of aviation-related features such as runways and taxiways, terminal buildings, hangars, parking aprons, tie-down areas, fuel farms, and supporting service buildings. Navigational aids, lighting, and related flight safety features are usually included. Aviation-related businesses often occupy space at airports. Airports are linked to other transportation modes through streets, highways, and nearby transit systems or rail lines.

The land within an airport boundary is dedicated to aviation facilities, operations areas (such as clear zones and runway safety areas), and future growth. The master planning process addresses land use issues within and adjacent to airports. This includes runway approach and departure paths, aircraft flight patterns, and noise from aircraft operations, since these activities often influence land uses near the airport.

Establishing and maintaining compatibility between an airport and adjacent land uses requires coordination and cooperation between the airport sponsor and nearby jurisdictions. This is often a complex and challenging task since each party may have very different land use goals and objectives. A successful partnership between these entities is vital to the airport. Frequently, this requires the airport sponsor and the State to document the airport's contribution to the community. Typically, this is best accomplished by describing the airport's role in regional economics and development.

Airports in the Utah Airport System range from small general aviation airfields to large commercial airports. The land around each airport varies from open rural land to densely populated urban areas. The following section describes the current status and the extent to which compatible land use planning is integrated into Utah's airport system.

### **LAND USE COMPATIBILITY AS PART OF THE AVIATION PLANNING PROCESS**

Typically, land use plans are developed by local agencies or municipalities as part of their comprehensive planning process. Comprehensive plans describe the existing and planned uses of land within a specific area. Land use plans are implemented through zoning ordinances that attach legal requirements and limitations to individual parcels of land. Infrastructure plans, including transportation plans, may be included as part of comprehensive plans, with airports as a modal component. Airports have unique physical characteristics, service needs, and impacts on their surroundings that may be captured in compatible land use plans, overlay zones, and other mechanisms.

However, the unique needs of airports are not always taken into account when land use plans are developed, and existing plans may become obsolete if not properly implemented and enforced. This may result in operational restrictions, noise complaints, or loss of growth potential as a result of incompatible land uses around an airport.

Incompatibility may result from significant changes to plans or zoning ordinances or when variances are issued to developers. A more subtle challenge to compatibility may occur through gradual encroachment of incompatible uses, particularly in the absence of a specific airport compatible land use plan or overlay zone ordinance.

## **Airport Roles**

The characteristics of an airport overlay zone depend on several factors including: the size of the airport, the type and frequency of aircraft activity, and the type of approach procedure (visual or instrument). Chapter 3 – Airport Role Analysis, identified roles for each system airport based on four measurable factors. The factors used to identify the role of each airport were: Activity Served, Economic Support Provided, Facilities and Accessibility, and Demographics. The following details the airport roles and identifies the characteristics or services airports in each role provide. In general airports in higher roles serve higher levels of activity and/or larger aircraft. As a result airports in higher roles require larger overlay zones and more deliberate compatible land use measures.

### International Airports

Only one airport in Utah (Salt Lake International) currently fills the International role. International airports accommodate the highest level of commercial service and general aviation activity and serve large population and business centers.

### National Airports

Airports in the National role accommodate a high level of commercial service and general aviation activity and serve major population centers or tourism destinations in the state.

### General Aviation Regional Airports

General Aviation Regional airports serve primarily general aviation activity, with a focus on serving business activity including business jet and multi-engine aircraft.

### General Aviation Community Airports

General Aviation Community airports focus on providing aviation access for small business, recreational, and personal flying activities throughout Utah. These airports are located throughout the state and typically provide access to small to medium GA aircraft. Some airports in this category accommodate limited numbers of business jet operations.

### General Aviation Local Airports

Airports in the Local role primarily support recreational and personal flying activities conducted in smaller single engine general aviation aircraft. Airports in this role generally accommodate less than 3,000 annual operations.

### **Land Use Compatibility Issues**

**Table B-1** summarizes land use compatibility issues and the planning efforts that have occurred at each airport in the Utah system. The table indicates the land use complexity surrounding each airport, the potential for future incompatible development, and whether the land uses surrounding each airport is currently compatible. Subsequent exhibits identify compatible land use planning efforts by Utah Continuous Airport System Plan (UCASP) airport role.

### **Airport Planning**

The process for ensuring compatible land use around airports begins with planning for the airport itself. The FAA has a formal master planning process for airports that considers the existing conditions and long-range requirements for the airport to accomplish its intended role in the aviation system. The process considers aviation demand, airport facility requirements, aviation operations, airspace utilization, and environmental factors. Master Plans, or Airport Layout Plans (ALP), cover a 20-year planning period and should be updated at least once every 10 years to account for changes in airport operations and surrounding land uses.

Each airport and its setting are unique and require special attention to site-specific conditions. The status of planning for Utah airports is summarized in **Exhibit B-2**. Note that the existing St. George Municipal Airport is not included in this section, because it will soon be replaced by the new St. George Airport, which is included.

Table B-1  
Land Use Summary and Issues at Utah Airports

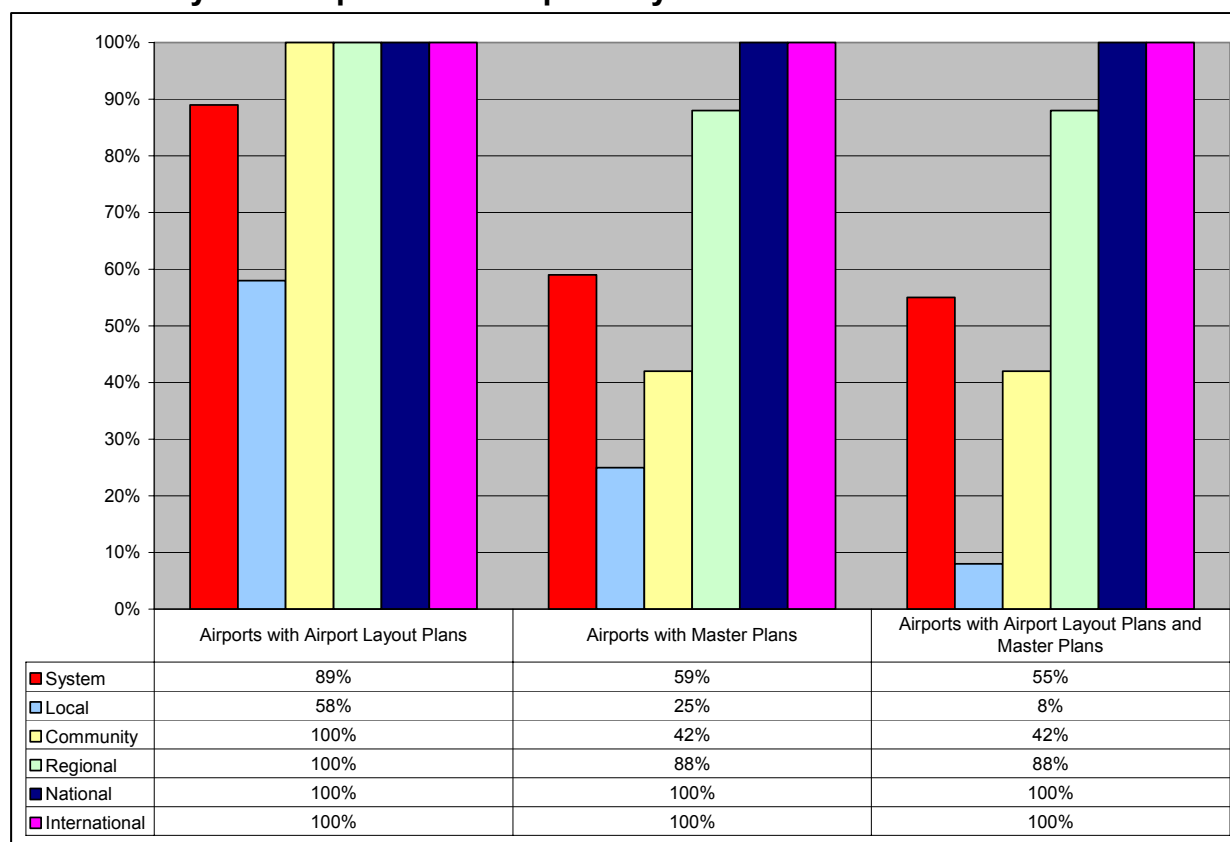
ASSOCIATED CITY	AIRPORT NAME	UCASP ROLE	AIRPORT GROWTH POTENTIAL	AIRPORT LAYOUT PLAN (Year)	MASTER PLAN (Year)	LAND USE COMPLEXITY	COMPATIBLE LAND USE PLAN	INCOMPATIBLE DEVELOPMENT ENCROACHMENT POTENTIAL	COMPATIBLE LAND USE AROUND AIRPORT
Beaver	Beaver Municipal	Community	Low	2002	NA	Low	No	Low	Yes
Blanding	Blanding Municipal	Community	Low	2002	1996	Medium	Yes	Low	Yes
Bluff	Bluff Airport	Local	Low	NA	NA	Low	No	Low	No
Bountiful	Skypark	Regional	Low	2002	2002	High	No	High	Yes
Brigham City	Brigham City Municipal	Regional	Medium	1998	1996	Low	Unknown	Low	Yes
Bryce Canyon	Bryce Canyon	Community	Low	2002	NA	Medium	Yes	Low	No
Cedar City	Cedar City Regional	Regional	High	2003	2001	Medium	Yes	Medium	Yes
Delta	Delta Municipal	Community	Low	2005	2003	Low	No	Low	Yes
Duchesne	Duchesne Municipal	Local	Low	2003	NA	Low	In Process	Low	No
Dutch John	Dutch John	Local	Low	2004	NA	Low	In Process	Low	Yes
Eagle Mountain	Jake Gam	Community	Medium	1998	NA	High	In Process	Medium	Unknown
Escalante	Escalante Municipal	Community	Low	1999	NA	Low	No	Low	No
Fillmore	Fillmore	Community	Low	2006	NA	Low	No	Medium	No
Glen Canyon Natl. Rec. Area	Bullfrog Basin	Local	Low	NA	NA	Low	No	Low	Yes
Green River	Green River	Community	Low	2002	NA	Low	Yes	Low	No
Halls Crossing	Halls Crossing	Local	Medium	NA	1987	Low	No	Low	No
Hanksville	Hanksville	Local	Low	2004	NA	Low	No	Low	No
Heber	Heber City Municipal	Regional	High	2005	1993	High	No	High	Partially
Huntington	Huntington Municipal	Local	Low	2004	2005	Low	Yes	Low	Yes
Hurricane	Hurricane	Regional	Medium	2002	2000	Medium	Yes	High	Yes
Junction	Junction	Local	Low	NA	NA	Low	No	Medium	No
Kanab	Kanab Municipal	Regional	Medium	2004	2002	Medium	No	Medium	Yes
Loa	Wayne Wonderland	Local	Low	2002	NA	Low	No	Low	Yes
Logan	Logan-Cache	Regional	High	2003	1992	Medium	No	High	Yes
Manila	Manila	Local	Low	2004	NA	Medium	Yes	Medium	Yes
Manti	Manti-Ephraim	Community	Low	1995	1994	Low	Yes	Low	Yes
Milford	Milford Municipal	Community	Low	2000	NA	Low	No	Low	Yes
Moab	Moab-Canyonlands Field	Regional	Medium	2001	1995	Low	Yes	Low	Yes
Monticello	Monticello	Community	Low	2004	1995	Low	Yes	Low	Yes

Table B-1, Continued  
Land Use Summary and Issues at Utah Airports

ASSOCIATED CITY	AIRPORT NAME	UCASP ROLE	AIRPORT GROWTH POTENTIAL	AIRPORT LAYOUT PLAN (Year)	MASTER PLAN (Year)	LAND USE COMPLEXITY	COMPATIBLE LAND USE PLAN	INCOMPATIBLE DEVELOPMENT ENCROACHMENT POTENTIAL	COMPATIBLE LAND USE AROUND AIRPORT
Morgan	Morgan County	Regional	Low	1995	1998	High	Unknown	High	Yes
Mount Pleasant	Mount Pleasant	Local	Low	Unknown	2002	Low	No	Low	Yes
Nephi	Nephi Municipal	Regional	Medium	1995	1995	Medium	Yes	Low	Yes
Ogden	Ogden-Hinckley Municipal	Regional	Low	2006	1993	High	No	High	Yes
Panguitch	Panguitch Municipal	Community	Low	2005	1993	Low	No	Low	Yes
Parowan	Parowan	Community	Medium	2002	1995	Medium	Yes	Low	Yes
Price	Price-Carbon County	Regional	Medium	2005	1993	Low	Yes	Low	Yes
Provo	Provo Municipal	Regional	High	2000	2000	Medium	Yes	High	Yes
Richfield	Richfield Municipal	Regional	Medium	2005	2000	Medium	Yes	Medium	Yes, city only
Roosevelt	Roosevelt Municipal	Community	Low	1999	NA	Low	Yes	Low	Yes
Salina	Salina-Gunnison	Local	Low	2003	NA	Low	No	Low	No
Salt Lake City	Salt Lake City International	International	Low	2007	2007	Medium	Yes	Low	Yes
Salt Lake City	Salt Lake City Muni 2	Regional	Medium	2007	2006	High	Yes	High	Yes
Spanish Fork	Spanish Fork-Springville	Regional	Medium	2005	2005	Medium	No	High	Yes
St George	St George New	National	High	2001	2001	Medium	Yes	High	Yes
Tooele	Tooele Valley Airport	Regional	High	2005	2005	High	In Process	High	No
Vernal	Vernal	Regional	Medium	2006	NA	High	In Process	High	No
Wendover	Wendover	National	Low	1999	1990	Low	Yes	Medium	Yes

Source: Wilbur Smith Associates, UDOA, 2007

### Exhibit B-2 System Airports with Airport Layout Plans and Master Plans



Source: Wilbur Smith Associates, UDOA, 2007

When viewed from a system perspective, the following observations can be made about the status of airport planning within Utah's system:

- Overall, airport planning is a strong point of the Utah aviation program. Of the 47 airports in the system, 42 or 89 percent have an approved airport layout plan. Of these plans all except three have been updated within the last 10 years. One hundred percent of Community, Regional, National, and International airports have an approved ALP.
- Within the Utah Airport System, all of the airports in the International and National roles have a current master plan. Regional airports also are well-covered, with 88 percent having a master plan. Fifty-five percent of all system airports have both a current ALP and master plan.

The objectives of the UCASP are to continually update all airport plans, to keep them current and to add the few plans that are currently missing. The above statistics show that Utah is performing well in the area of individual airport planning.

## **Airspace Obstructions**

Federal Aviation Regulations (FAR) Part 77 allows the “FAA to identify potential aeronautical hazards in advance thus preventing or minimizing the adverse impacts to the safe and efficient use of navigable airspace” Zoning in the airport vicinity based on Part 77 surfaces is a basic requirement for safe airport operations. Zoning should protect Part 77 surfaces needed for future development of the airport and future operations, not on current conditions.

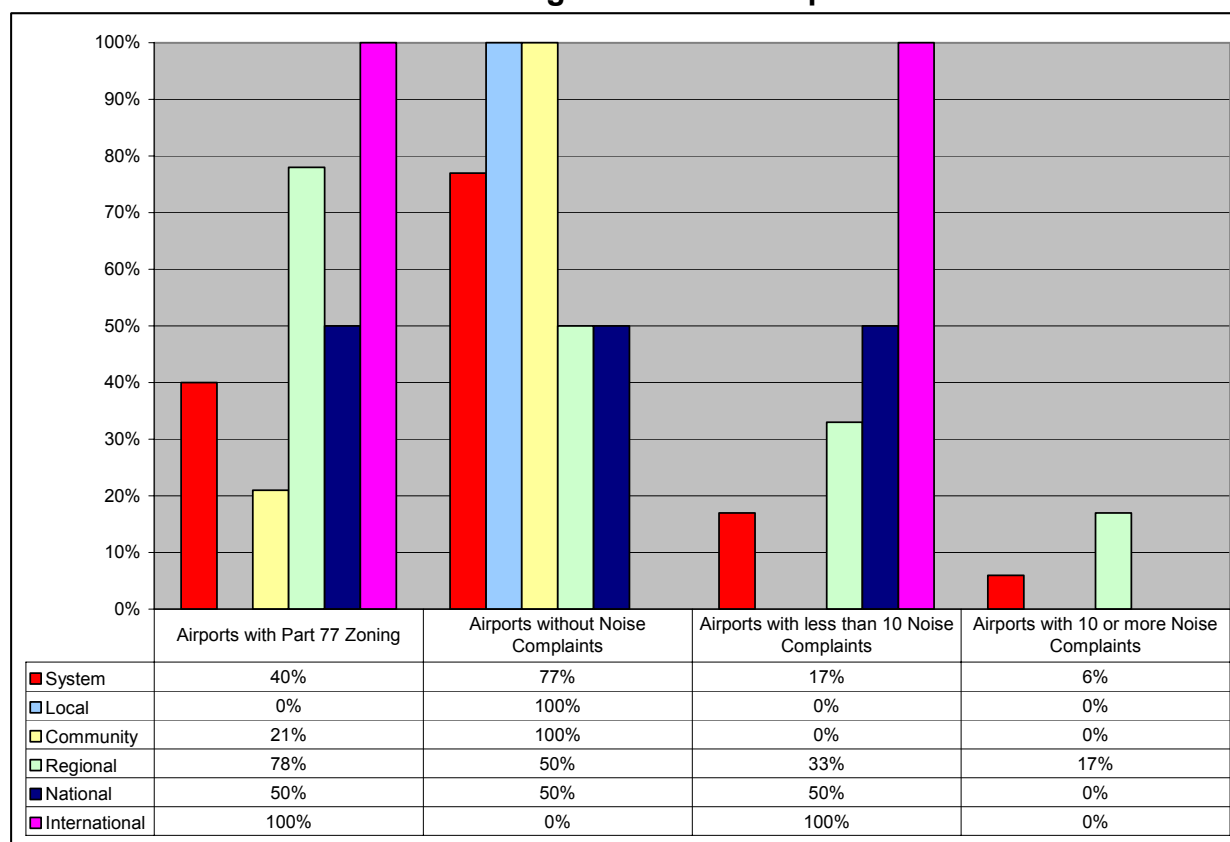
The survey data in this category is a little suspect because it shows a regression in zoning since the earlier survey. Based on the available data, considerable work remains to be done in this area. **Exhibit B-3** identifies system airports with Part 77 zoning in place. Only 40 percent of airports in the Utah system currently have Part 77 zoning in place. Airports in the Local and Community roles are even further behind, with 0 percent of Local and 21 percent of Community airports having adopted Part 77 zoning.

## **Aircraft Noise**

Incompatible land use around airports often is vocalized in the form of noise complaints. Although many Utah airports do not have a noise abatement program or compatible land use plan, few of them experience noise complaints. As shown in Exhibit B-3 77 percent of Utah system airports had no noise complaints in the last year.

The noise situation is excellent for Utah’s Local and Community airports. None of the airports in these two roles reported receiving any noise complaints during the last year. Only three airports in Utah’s entire airport system had more than ten noise complaints last year, with the maximum number being approximately 25 complaints. These three airports are all in the Regional category.

### Exhibit B-3 Part 77 Zoning and Noise Complaints



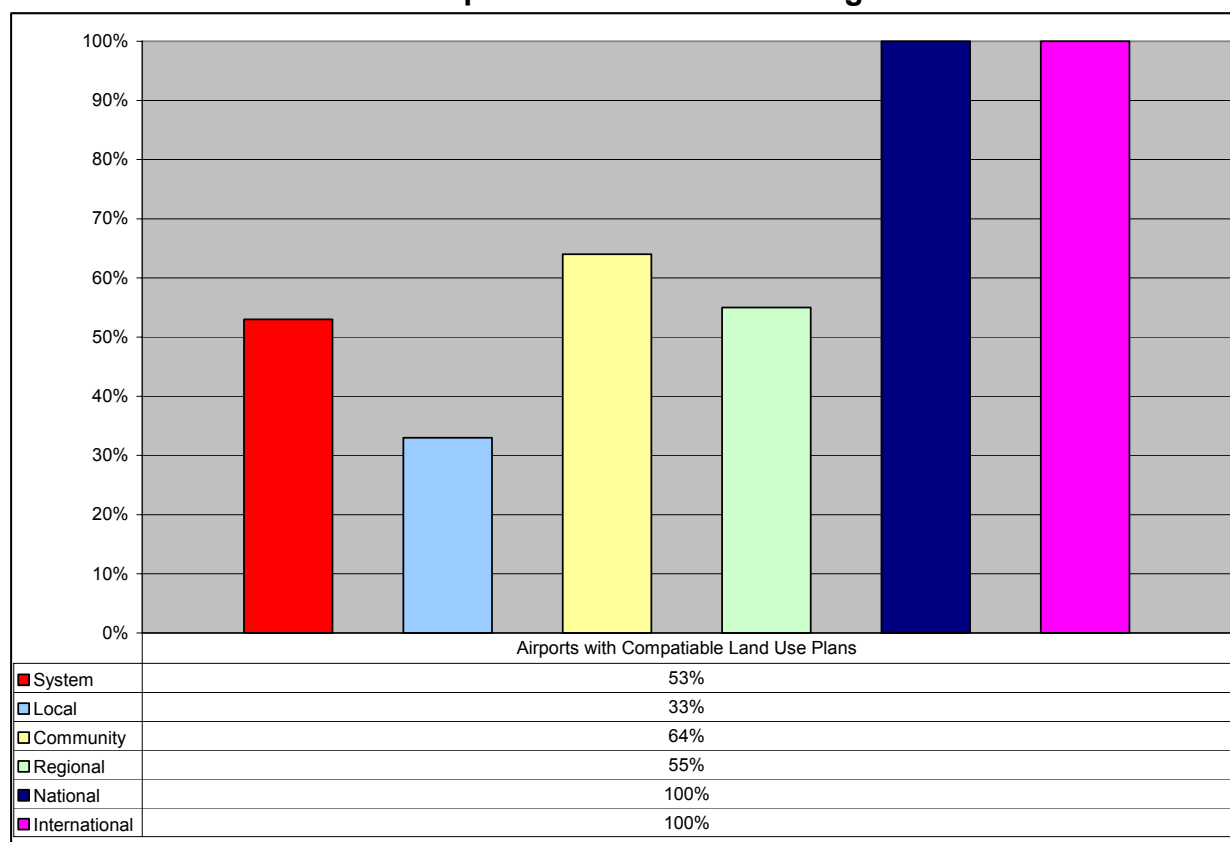
Source: Wilbur Smith Associates, UDOA, 2007

### Compatible Land Use Plans

Ideally, airport planning should influence the development of the land surrounding the airport, resulting in uses that are compatible with aviation activities. However, the situation in Utah is quite tenuous, as shown in **Exhibit B-4**. Only 53 percent of Utah system airports are protected by an airport compatible land use plan. Fortunately, 100 percent of the airports in the National and International roles reside in jurisdictions that have adopted a compatible land use plan. On the other hand, just over half of the airports in the Regional role and one-third of the airports in the Local role reported having a compatible land use plan in place.



### Exhibit B-4 Compatible Land Use Planning



Source: Wilbur Smith Associates, UDOA, 2007

## LAND USE COMPATIBILITY IN THE UTAH AIRPORTS SYSTEM

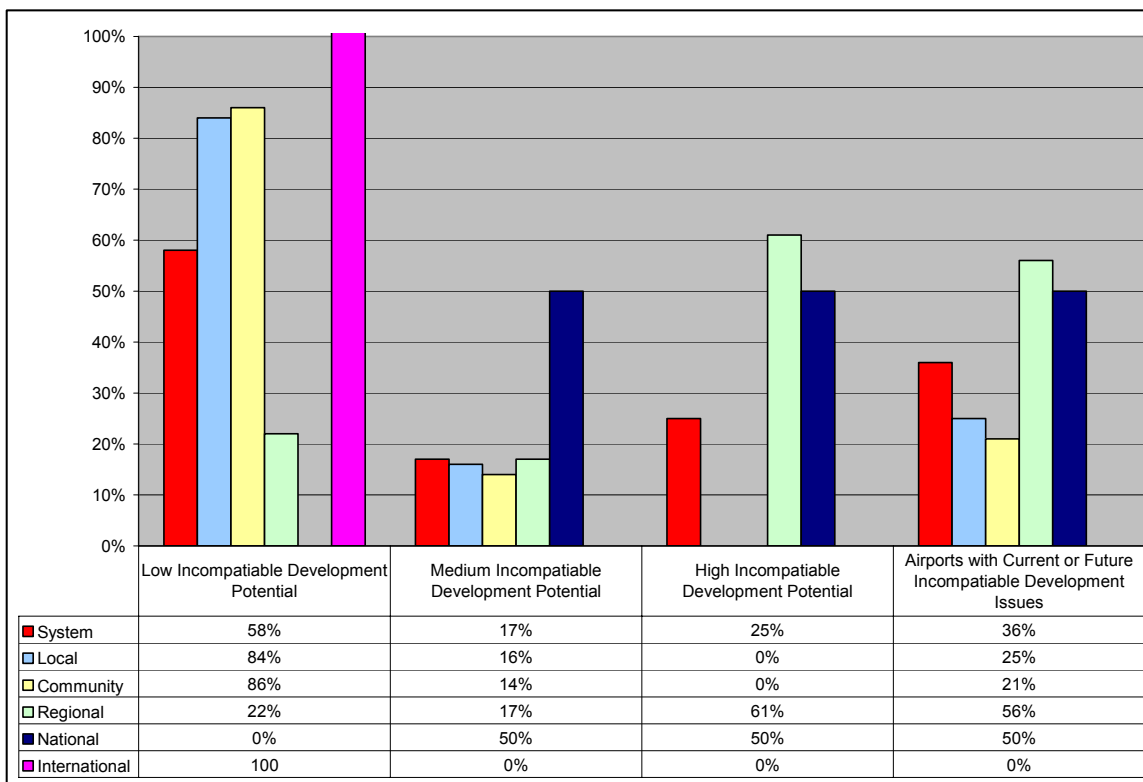
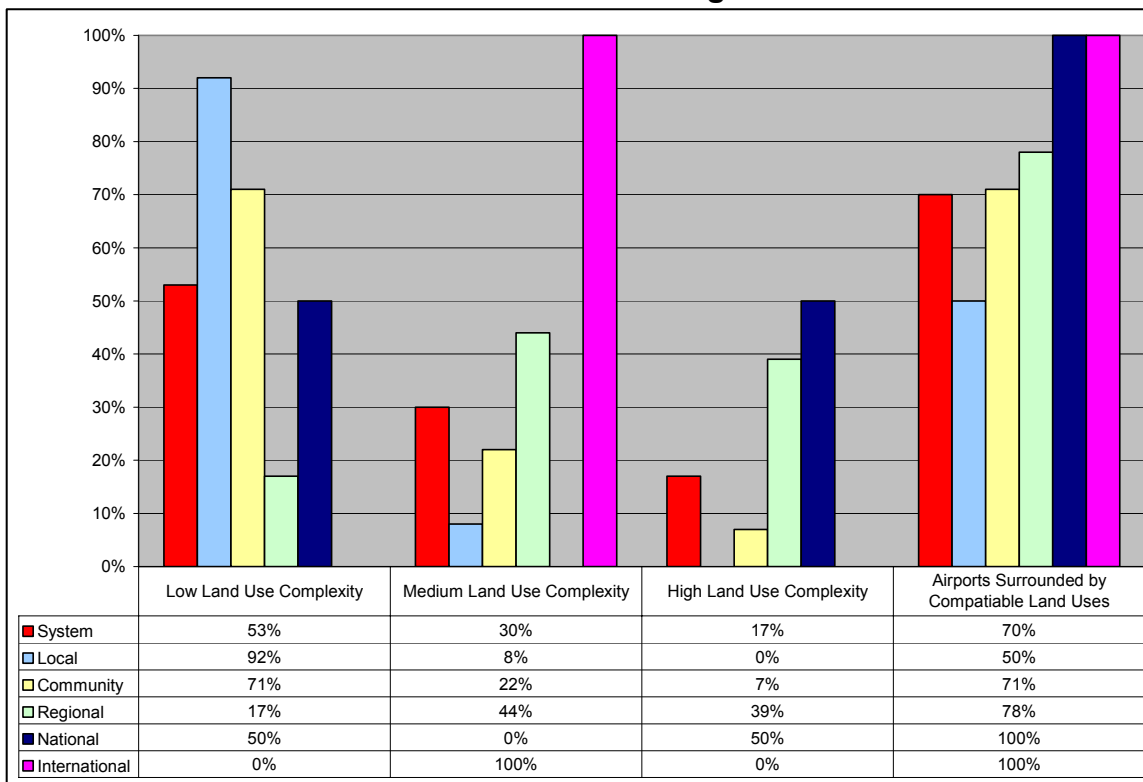
**Exhibit B-5** identifies the land use complexity surrounding airports in Utah, the potential for future incompatible development, and airports with current or future incompatible development issues.

Existing land use around Utah's airports currently reflects fair to good system-wide conditions. According to survey information, 53 percent of Utah airports rated the complexity of surrounding land use as low. Seventy percent reported the surrounding land use is compatible with their airport's operations, and 58 percent of the airports have a low expectation that incompatible development will occur around their airport in the future.

The assessment is a little different when viewed by UCASP airport role. Over 80 percent of Local and Community airports have low potential for future incompatible development, while over 60 percent of Regional airports have high potential for future incompatible development. Fortunately, 78 percent of Regional airports and 100 percent of National and International airports currently have compatible land uses

around their facilities. However, 78 percent of Regional airports have a medium or high potential for future encroachment of incompatible development, and 56 percent of Regional airport reported having current or future incompatible development issues.

## Exhibit B-5 Land Use Planning



Source: Wilbur Smith Associates, UDOA, 2007

## **Planning and Enforcement Actions**

Controls on the development of land around airports can prevent incompatible uses, but only if they are adequately implemented and effectively enforced. Less than half of Utah airports indicated active enforcement, and only half of them provided a description of the enforcement activity. The mechanisms that are typically used for enforcement include: land acquisition, aviation easements, height restrictions, overlay zoning, residential housing restrictions, and cooperation among affected governmental organizations. **Table B-6** summarizes the land use compatibility issues at each system airport and identifies the jurisdiction responsible for land use control surrounding each airport. Recommendations are presented to improve or maintain land use compatibility surrounding each airport.

A significant problem with uniform enforcement of land use controls occurs when an airport affects an area in two or more jurisdictions. Often a county and a city have to coordinate actions to be completely effective. In some cases, multiple cities or state/federal agencies become involved. Coordination among all involved agencies on a continuing basis can be as complex as the land use issues to be considered. However, failure to cooperate will allow incompatible uses to develop in one jurisdiction that can threaten the operation, expansion, and even the very existence of the entire airport.

Table B-6  
Land Use Issues and Recommendations at Utah Airports

ASSOCIATED CITY	AIRPORT NAME	UCASP ROLE	HOW IS COMPATIBLE LAND USE ENFORCED	CURRENT OR FUTURE INCOMPATIBLE DEVELOPMENT ISSUES	ZONING AUTHORITY FOR LAND USE	PART 77 ZONING IN PLACE	NUMBER OF NOISE COMPLAINTS IN THE LAST YEAR	RECOMMENDED ACTIONS
Beaver	Beaver Municipal	Community	No master plan or compatible comprehensive plan to enforce.	No	Beaver County	No	0	2,5,6,7
Blanding	Blanding Municipal	Community	Height Restrictions	The county could approve development without input from the city.	San Juan County	Yes	0	6,7
Bluff	Bluff Airport	Local	Unknown	Unknown	BLM	No	0	1,2,6,7
Bountiful	Skypark	Regional	Unknown	Yes-Residential Housing	Woods Cross City	Yes	0	4,5,6,7
Brigham City	Brigham City Municipal	Regional	The review of land use flows through the airport advisory board. Surrounding jurisdictions have enacted airport overlay zones, enforced by the development review process. Compatible land use is taken from the ALP.	No	Brigham City & Box Elder County	Yes	0	1,7
Bryce Canyon	Bryce Canyon	Community	Land use around airport is controlled by Garfield County ordinance. State and Federal land management agencies are also involved.	No issues foreseen at this time.	Garfield County	No	0	2,4,6,7
Cedar City	Cedar City Regional	Regional	Compatible land use plan is enforced by city ordinance and county ordinance.	Yes- Land acquisition required for planned runway extension	Cedar City & Iron County	Yes	5	3,4
Delta	Delta Municipal	Community	Unknown	County Golf Course with a small housing development	Millard County	No	0	2,5,6,7
Duchesne	Duchesne Municipal	Local	The City of Duchesne is in the process of completing a comprehensive land use plan. When completed the plan will define appropriate land use around the airport, and will be enforced by the City.	No	Duchesne City	No	0	2,6,7
Dutch John	Dutch John	Local	Development of a comprehensive land use plan for Daggett County and the airport is in process	Yes-- some residential encroachment	Dutch John & Daggett County	No	0	2,5,6,7
Eagle Mountain	Jake Garn	Community	Unknown	Unknown	City of Eagle Mountain	Unknown	Unknown	2,4,5,6,7
Escalante	Escalante Municipal	Community	Unknown	Unknown	Garfield County	No	0	2,5,6,7
Fillmore	Fillmore	Community	City of Fillmore is in the process of enacting an overlay zone ordinance around the airport	No, currently rebuilding airport after it was destroyed in fire. Will have 5000 foot runway, additional hangers and fuel options.	Fillmore City	No	0	2,5,6,7
Glen Canyon Natl. Rec. Area	Bullfrog Basin	Local	All land use within Glen Canyon Area is governed by 1979 general management plan.	No	National Park Service	No	0	2,5,7

Table B-6, Continued  
Land Use Issues and Recommendations at Utah Airports

ASSOCIATED CITY	AIRPORT NAME	UCASP ROLE	HOW IS COMPATIBLE LAND USE ENFORCED	CURRENT OR FUTURE INCOMPATIBLE DEVELOPMENT ISSUES	ZONING AUTHORITY FOR LAND USE	PART 77 ZONING IN PLACE	NUMBER OF NOISE COMPLAINTS IN THE LAST YEAR	RECOMMENDED ACTIONS
Green River	Green River	Community	No development has occurred near the airport limiting the need for compatible land use enforcement.	No	Emery County	No	0	2,6,7
Halls Crossing	Halls Crossing	Local	Unknown	Unknown	BLM & San Juan County	No	0	1,2,6,7
Hanksville	Hanksville	Local	No master plan or compatible comprehensive plan to exists to enforce.	Airport is surrounded by BLM land that is undevelopable,	BLM	No	0	2,6,7
Heber	Heber City Municipal	Regional	Enforced by Wasatch County Airport Overlay Zone	Residence in close proximity to airport	Heber City	No	10	2,3,4,5,6,7
Huntington	Huntington Municipal	Local	Compatible land use enforcement is through the County Land Use Plan. The plan provides direction on correcting deficiencies such as purchasing the final piece of adjacent private property.	Airport is surrounded by BLM land that is undevelopable, limiting future incompatible development issues	Emery County	No	0	2,6,7
Hurricane	Hurricane	Regional	Through the City of Hurricane Planning and Zoning	Growing residential around the airport poses future conflicts	Hurricane City	Yes	0	4,5,6,7
Junction	Junction	Local	Enforced by Junction City Council	Yes, residential encroachment & power lines off the south end of the runway.	Town of Junction & Piute County	No	0	1,2,5,6,7
Kanab	Kanab Municipal	Regional	Unknown	NA	Kanab City	Yes	2	4,5,6,7
Loa	Wayne Wonderland	Local	Unknown	No	Wayne County	Unknown	0	2,6,7
Logan	Logan-Cache	Regional	The two municipalities adjacent to the airport have not adopted the airport overlay zoning ordinance.	No	Logan City & Cache County	Yes	3	4,5,6,7
Manila	Manila	Local	Enforced through the Compatible Land Use Plan for the City of Manila	Yes, residential encroachment on an adjacent hillside has come in conflict with the airport	Manila City & Daggett County	No	0	2,5,6,7
Manti	Manti-Ephraim	Community	Currently there is limited demand for development around the airport. The area immediately around the airport is zoned but needs to be expanded.	Yes, there is ample agricultural ground in the area that could be developed into incompatible uses	Sanpete County	No	0	1,2,6,7
Milford	Milford Municipal	Community	Not needed at this time.	No	Milford City & Beaver County	Yes	0	5,6,7
Moab	Moab-Canyonlands Field	Regional	Land use immediately adjacent to the airport is enforced thru County planning ordinances. Public lands (BLM) or Sovereign Nation lands in the area are controlled by those entities.	No issues foreseen at this time.	Grand County	No	0	2,4,6,7

Table B-6, Continued  
Land Use Issues and Recommendations at Utah Airports

ASSOCIATED CITY	AIRPORT NAME	UCASP ROLE	HOW IS COMPATIBLE LAND USE ENFORCED	CURRENT OR FUTURE INCOMPATIBLE DEVELOPMENT ISSUES	ZONING AUTHORITY FOR LAND USE	PART 77 ZONING IN PLACE	NUMBER OF NOISE COMPLAINTS IN THE LAST YEAR	RECOMMENDED ACTIONS
Monticello	Monticello	Community	Land use is enforced by the County thru the Comprehensive Land Use Plan.	No	San Juan County	Unknown	0	2,5,6,7
Morgan	Morgan County	Regional	County Land Use ordinances are enforced thru the County Planning offices	Resolution of some residential and commercial encroachment issues is currently under study.	Mountain Green & Morgan County	Yes	0	3,4,5,6,7
Mount Pleasant	Mount Pleasant	Local	Unknown	No	Mt. Pleasant City	No	0	2,6,7
Nephi	Nephi Municipal	Regional	Juab County requests input from Nephi City on development proposals in the valley	No	Juab County	Yes	0	1,4,7
Ogden	Ogden-Hinckley Municipal	Regional	Development issues managed by Ogden City Planning and City Council in coordination with the Airport Manager	Demolition dump north of the airport	Ogden City & Roy City	Yes	25+	3,4,5,6,7
Panguitch	Panguitch Municipal	Community	Unknown	No	Panguitch City & Garfield County	No	0	2,5,6,7
Parowan	Parowan	Community	The City of Parowan works with other parties to insure that no building takes place in conflict of the airport overlay plan.	No	Parowan City, Paragonah Town & Iron County	Yes	0	7
Price	Price-Carbon County	Regional	Unknown	No	Price City & Carbon County	Yes	0	6,7
Provo	Provo Municipal	Regional	The airport protection area restricts housing and is enforced by the Provo City Planning Commission	No	Provo City	Yes	3	3,4,7
Richfield	Richfield Municipal	Regional	Height Restrictions	East side of airport has height problems that will be eliminated when new runway is complete.	Richfield City & Sevier County	Yes	0	4,7
Roosevelt	Roosevelt Municipal	Community	County land use manager controls most of the land around the airport.	No	Roosevelt City	Unknown	0	2,6,7
Salina	Salina-Gunnison	Local	Unknown	No	Salina City, Gunnison City & Sevier County	No	0	2,6,7
Salt Lake City	Salt Lake City International	International	Avigation Easements	No	Salt Lake City	Yes	9	3,4,7
Salt Lake City	Salt Lake City Muni 2	Regional	Avigation Easements	Yes-Residential Encroachment	West Jordan & Salt Lake County	Yes	9	3,4,6,7
Spanish Fork	Spanish Fork-Springville	Regional	City & County ordinances are in place to support compatible land use footprint of the airport. Avigation easements are also in place.	Yes	Spanish Folk City, Springville City & Utah County	Yes	5	3,4,5,7

Table B-6, Continued  
Land Use Issues and Recommendations at Utah Airports

ASSOCIATED CITY	AIRPORT NAME	UCASP ROLE	HOW IS COMPATIBLE LAND USE ENFORCED	CURRENT OR FUTURE INCOMPATIBLE DEVELOPMENT ISSUES	ZONING AUTHORITY FOR LAND USE	PART 77 ZONING IN PLACE	NUMBER OF NOISE COMPLAINTS IN THE LAST YEAR	RECOMMENDED ACTIONS
St George	St George New	National	City Planning and Zoning manages airport planning and zoning issues.	No	City of St. George	Yes	NA	3,4,6,7
Tooele	Tooele Valley Airport	Regional	Avigation Easements	Residential Encroachment	Tooele County	No	20	2,3,4,5,6,7
Vernal	Vernal	Regional	Zoning authority surrounding the Vernal airport is shared by three entities: the City of Vernal, The City of Naples and Uinta County. The airport is developing an airport overlay zone to make zoning and enforcement consistent. Once the airport overlay zone is adopted by each jurisdiction, zoning enforcement will be accomplished thru an Airport Administration Board.	Residential & Commercial Encroachment	Uintah County, Vernal City & Naples City	No	0	2,4,6,7
Wendover	Wendover	National	Enforced through Tooele County Planning and Zoning	Heights of buildings to the west of the airport. Buildings are located across the border in Nevada.	Wendover City & Tooele County, Utah and West Wendover and Elko County, Nevada	No	0	2,6,7
1. Prepare/Update Airport MP/ALP 2. Enact Part 77 Zoning Ordinance 3. Implement Flight Path/ Noise Abatement Procedure 4. Acquire Land and/or Easements to Protect Airport Operations				5. Develop/Adopt Airport Land Use Compatibility Plan 6. Implement Overlay Plans/Zoning for Flight Paths, Height, Noise, Land Use. 7. Monitor Development Trends and Identify Conflicting Development Proposals				

Source: UDOA, Wilbur Smith Assoc., 2007



## **MAINTAINING AIRPORT COMPATIBLE LAND USE**

### **Compatibility Challenges at Airports**

Each airport in Utah's system has its own unique physical facilities, service mission, operational characteristics, and growth potential. They all face the threat of losing their ability to operate in the future if they do not maintain a compatible environment. A combination of short-term actions and long-range planning are necessary to create an effective program for each airport. Common actions available to airports for use in developing programs that meet their unique needs include:

- Preparing and periodically updating airport master plans or airport layout plans that include on-airport and off-airport land uses
- Enacting a Part 77 zoning ordinance to protect the safety of existing and future aircraft operations
- Implementing flight pattern requirements/restrictions and noise abatement procedures to reduce the airport's affect on surrounding land uses
- Acquiring land for future expansion and aviation easements to protect aircraft operations
- Developing airport land use compatibility plans for the area surrounding the airport, taking into consideration existing conditions and future needs of the airport and the community
- Updating local agency comprehensive land use plans to incorporate on-airport and off-airport plans and operating requirements
- Implementing aviation overlay plans or zoning for flight paths, height restrictions, noise, safety, and land use
- Monitoring development trends to identify development proposals that might jeopardize airport operations and prevent long-term undesirable land uses
- Enforcing land use plans and zoning ordinances, actively and consistently across jurisdictional boundaries

The recommended actions for each of the Utah airports are indicated in Table B-6.

## **LAND USE COMPATIBILITY PLANNING**

### **Existing Framework**

Compatible land use planning for Utah's airports is enveloped within a layered system of programs and processes that cascade downward from federal to state agencies to local governmental units, and to special purpose districts that own and operate public airports.

Airport planning is most directly influenced at the highest level by the Federal Aviation Administration (FAA), responsible for planning the overall national aviation system, including airspace and airports. The FAA is charged with the formulation and maintenance of the National Plan of Integrated Airport Systems (NPIAS). Through FAA Order 6090.3C, the NPIAS identifies existing and proposed airports that are significant to national air transportation and estimates the infrastructure development required to meet the needs of all segments of civil aviation. The NPIAS program provides criteria for entry of airports into the national system, to ensure a level of consistency. Among the attributes identified for airport inclusion in the national system is compatibility with surrounding communities, managing a balance between the aviation needs and the requirements of neighboring residential areas.

The FAA also provides a wide range of planning and operation guidelines, applicable to land planning at and around airports. These include: Advisory Circular 150/5070-7, *The Airport System Planning Process*; 150/5070-6B, *Airport Master Plans*; 150/5190-4A, *A Model Zoning Ordinance to Limit Height of Objects Around Airports*; and 150/5020-1, *Noise Control and Compatibility Planning for Airports*.

State aviation programs are primarily based on FAA requirements and are intended to ensure consistency throughout the statewide airport system. State-level programs are enforced through FAA guidelines such as Order 5190.6A, *Airport Compliance Requirements*. However, the real driver is that local public airports must conform to FAA standards to be eligible for federal aviation funding. FAA Order 5100.38, *Airport Improvement Program Handbook*, requires that airports receiving federal grants maintain compatible land use in the vicinity of the airport.

The State of Utah administers its airport system through the Utah Division of Aeronautics (UDOA). The UDOA takes the leadership planning role through development and updating of the Utah Continuous Airport System Program. The State of Utah requires land use compatibility similar to FAA's requirements when grants are issued from the Utah Airport Construction Fund.

Local airport programs are administered by regional agencies or local jurisdictions that own and operate airport facilities. These entities legally are required to adhere to federal and state requirements regarding airport and land use planning. Aviation plans and overlay zones are generated at this level and adopted by the enabled local governmental body (i.e., the city, county, or regional district).

The local agencies are also responsible for development of comprehensive land use plans for their jurisdictional areas. These plans consider existing and future land uses for all types of activity, including transportation systems. Airports usually are included in modal plans, along with restrictions and limitations imposed by their use.

## Land Use Planning Resources

Developing a compatible land use plan around an airport requires consideration of many factors. Aviation needs are paramount, but the airport's impacts on uses of nearby lands also must be considered. The issues can be complex and contentious, with competing interests vying for primary consideration. As noted, many aviation planning guides address compatible land use planning. Other land use planning guidelines are available from such sources as the American Planning Association and the Urban Planning Institute which provide guidance in developing regional land use plans that incorporate transportation infrastructure, including airports.

The Wasatch Front Regional Council, the Metropolitan Planning Organization for the Salt Lake City and Ogden areas, has published the *Compatible Land Use Planning Guide for Utah Airports*. This guidebook addresses compatibility issues such as safety and noise and serves as a valuable resource document for owners of public airports in Utah. It describes roles and responsibilities at various levels of government, and it discusses the challenges to airports in achieving compatible land use. The guide provides examples of overlay zones and land use control measures that can be employed to maintain compatible land uses over time. Tables B-1 and B-6 update and compliment this resource.

## Compatible Land Use Trends

This update of the UCASP provides new information about land uses around the state's airports. When viewed with previous studies, it provides a trend of land use compatibility planning for the Utah Airport System. **Table B-7** compares the land use issues identified in the previous compatible land use study with information presented in this study.

**Table B-7**  
**Compatible Land Use Trends at Utah Airports**

		2000 Compatible Land Use Planning Guide for Utah Airports	2007 Compatible Land Use Planning Guide for Utah Airports	Increase \ (Decrease)
Airports with Compatible Land Use Plans	Yes	15	20	5
	In Process	2	5	3
	Unknown	2	2	0
	No	28	20	(8)
Airports with Part 77 Zoning	Yes	17	19	2
	In Process	3	0	(3)
	Unknown	4	4	0
	No	24	24	0
Incompatible Development Encroachment Potential	Low	29	27	(2)
	Medium	11	9	(2)
	High	7	12	5
Airport Growth Potential	Low	32	28	(4)
	Medium	10	13	3
	High	5	7	2
Land Use Complexity	Low	29	25	(4)
	Medium	11	15	4
	High	6	8	2

Source: UDOA, Wilbur Smith Assoc., 2007

## SUMMARY

This chapter discusses the current status of compatible land use for areas adjacent to Utah airports and relevant governing bodies. Known land use problems are identified, resource tools are described, and potential solutions to common situations are suggested. The key to development and maintenance of compatible land use for the future is in the melding of consistent planning efforts between the state government and responsible local entities. The UCASP provides a roadmap for long-term guidance, while the *Compatible Land Use Planning Guide for Utah Airports* serves as a companion tool to direct those responsible at the local level.